

Message Text

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ACTION IO-13

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DHA-02 SP-02 L-03 TRSE-00 IOE-00 HEW-04 /092 W

-----181644Z 063706 /47

P R 181527Z MAY 77

FM AMEMBASSY PARIS

TO SECSTATE WASHDC PRIORITY 2964

INFO USMISSION GENEVA

USMISSION USUN

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NESCO

E.O. 11652: N/A

TAGS: OCON, PORG, UNESCO

SUBJECT: UNESCO: REQUEST FOR CONTRIBUTIONS TO
CONGRESSIONAL REPORT ON 102ND EXBD MEETING,
APRIL 25 - MAY 13, 1977

REFS: (A) STATE 102135, (B) PARIS 14227, AND
(C) PARIS 13236

1. FOLLOWING ARE U.S. DEL'S COMMENTS CONCERNING
DEPARTMENT'S REQUEST FOR CONTRIBUTIONS TO CONGRES-
SIONAL REPORT REQUESTED REFTEL A.

2. HUMAN RIGHTS (ITEM 5.6.2, REFTEL B): FROM OUR
POINT OF VIEW, DEBATE ON THIS ITEM WAS VERY SATIS-
FACTORY. RESULT OF DISCUSSION WAS WIDE-SPREAD AGREE-
MENT THAT UNESCO'S PROCEDURES FOR HANDLING HUMAN RIGHTS
COMPLAINTS SHOULD BE STRENGTHENED. THIS MEANS THAT THE
MAJORITY OF EXECUTIVE BOARD MEMBERS FAVORED STREAM-
LINING AND SHORTENING THE LENGTH OF TIME FOR PROCES-
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SING COMPLAINTS, UPGRADING REPORTING PROCEDURES, AND
BROADENING THE SCOPE OF UNESCO'S INTEREST IN HUMAN
RIGHTS VIOLATIONS BEYOND "FLAGRANT AND MASSIVE" CASES
(I.E. APARTHEID, CHILE, ETC.) TO INCLUDE THE RIGHTS
OF INDIVIDUALS. MAJORITY OF SPEAKERS ALSO SEEMED
WELL DISPOSED TOWARD MANY OF SECRETARIAT'S PROPOSALS
(DOCUMENT 102 EX/19) FOR WAYS TO SETTLE COMPLAINTS

ONCE A CONCLUSION HAS BEEN REACHED.

THIS MEANS THAT EE'S WERE ISOLATED BY CON-
TENTION THAT ONLY MASSIVE "BULK" VIOLATIONS OF HUMAN
RIGHTS SHOULD COME WITHIN UNESCO'S COMPETENCE IN HUMAN
RIGHTS FIELD. RATHER, THERE WAS RECOGNITION BY
ALMOST ALL OTHER SPEAKERS, INCLUDING MAJOR LDC SPOKES-
MEN, THAT THE HUMAN RIGHTS OF ALL MEN, INCLUDING THOSE
INDIVIDUALS, MUST BE RESPECTED IF THIS EXERCISE IN
UNESCO IS TO HAVE ANY PURPOSE AND EFFECT. TONE OF
DEBATE, THEREFORE, SUGGESTED THAT EE'S WILL NO LONGER
BE ABLE TO LIMIT CRE'S WORK TO SLUGGING AWAY AT CHILE
AND OTHER POLITICALLY OPPORTUNE TARGETS, WITHOUT BEING
CALLED TO ACCOUNT FOR OWN PERFORMANCE IN HUMAN RIGHTS
FIELD.

RESULTS OF DEBATE ALSO REPRESENTED A DEFEAT
FOR EE'S WHO CLUNG TENACIOUSLY TO VIEW THAT THE
EXTENSION OF UNESCO'S COMPETENCE TO "INDIVIDUAL" CASES
WOULD INFRINGE ON STATE SOVEREIGNTY, AND CONSTITUTE
AN ILLEGAL INTERVENTION IN ITS DOMESTIC AFFAIRS. A
MAJORITY OF BOARD MEMBERS, MANY OF THEM FROM LDC'S,
REBUTTED THIS VIEW. ONE PRESTIGIOUS AFRICAN SPOKESMAN,
FOR EXAMPLE, DECLARED THAT THE PRINCIPLE OF "NON-
INTERVENTION" IN DOMESTIC AFFAIRS COULD NOT BE USED AS
AN EXCUSE TO AVOID RESPONSIBILITIES IN THE HUMAN
RIGHTS FIELD, EITHER IN CASES OF MASSIVE VIOLATIONS
OR FOR INDIVIDUALS.

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THE RESOLUTION, UNANIMOUSLY VOTED, WHICH
CONCLUDED WORK ON THIS ITEM, CONFIRMED THE POSITIVE
THRUST OF THE GENERAL DEBATE. IT PROVIDES FOR A
WORKING PARTY OF EXECUTIVE BOARD MEMBERS TO CARRY OUT
AN "IN-DEPTH" STUDY OF THE SECRETARIAT'S FUNDAMENTAL
WORKING PROPOSAL (EX/19) WHICH WILL BE PRESENTED TO
THE 103RD EXECUTIVE BOARD. THE 103RD BOARD
WILL REEXAMINE UNESCO'S HUMAN RIGHTS PROCEDURES,
TAKING INTO ACCOUNT BOTH THIS STUDY, AND THE
ANALYTICAL RECORD OF THE 102ND EXECUTIVE BOARD DEBATE
ON WHICH MEMBERS WILL HAVE AN OPPORTUNITY TO COMMENT
IN THE MEANTIME. AND, CONTRARY TO THE EE'S BASIC

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AF-10 ARA-06 EA-07 EUR-12 NEA-10 ISO-00 OIC-02
DHA-02 SP-02 L-03 TRSE-00 IOE-00 HEW-04 /092 W
-----181646Z 063577 /47

P R 181527Z MAY 77
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STRATEGY TO SLOW DOWN UNESCO'S WORK IN THE HUMAN RIGHTS FIELD, THE RESOLUTION SPECIFIES THAT THE WORKING PARTY WILL PROCEED BY CONSENSUS "TO THE EXTENT POSSIBLE", THUS DENYING THE EE'S IN "LIMITING" CONSENSUS, A PROCEDURAL TOOL WHICH COULD HAVE BEEN WIELDED AS A VETO. AT THE SAME TIME, THE COMMITTEE ON CONVENTIONS AND RECOMMENDATIONS IN EDUCATION (CRE) WILL CONTINUE TO FUNCTION UNTIL NEW PROCEDURES ARE ADOPTED BY THE EXECUTIVE BOARD. THE EE'S HAD OPPOSED THIS, ADVOCATING INSTEAD THAT NOTHING MORE SHOULD BE DONE BY THE CRE PENDING THE FINAL OUTCOME OF THE DEBATE ON STRENGTHENING UNESCO'S PROCEDURES IN THE HUMAN RIGHTS FIELD.

3. U.S. PROPOSAL FOR UNESCO MECHNAISM TO HANDLE DISPUTES BETWEEN STATES (DELIVERED UNDER ITEM 5.6.2, REFTEL C): THIS PROPOSAL GREW OUT OF BELIEF THAT UNESCO WASTES TOO MUCH ENERGY, AND UNDERMINES SUPPORT FOR ITS ACTIVITIES IN MANY MEMBER STATES, BY BECOMING ENGAGED IN DISPUTES BETWEEN NATIONS WHICH ARE LIMITED OFFICIAL USE

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INSOLUABLE WITHIN UNESCO'S FRAMEWORK AND MANDATE. THE US PROPOSAL WAS NOT SPELLED OUT IN DETAIL, BUT CALLED ATTENTION TO THE NEED FOR A PROCEDURAL MECHANISM WHICH WOULD OPERATE PRIOR TO AND IN PREPARATION FOR SESSIONS

OF GOVERNING BODIES -- COMPARABLE TO THE DRAFTING AND NEGOTIATING GROUP -- FOR THE PROTECTION OF UNESCO'S UNIQUE FUNCTIONS AND TASKS FROM DIVERGENCES AND DISTRACTIONS. RECALLING THAT OTHER AGENCIES IN THE UN SYSTEM HAD ADOPTED SUCH MECHANISMS, WE PROPOSED THAT UNESCO ADOPT A PROCEDURE BY WHICH NOT ONLY THE PARTIES TO THE DISPUTE WOULD JOIN THE DEBATE, BUT THAT, E.G. A COMMISSION OF INDEPENDENT EXPERTS, ACTING IN THEIR PERSONAL CAPACITY, CONDUCT AN INVESTIGATION AND ISSUE A REPORT FOR THE CONSIDERATION OF THE EXBD AND GENERAL CONFERENCE.

THESE "PRELIMINARY" REMARKS, APPENDED TO OUR STATEMENT ON HUMAN RIGHTS, WERE WELL RECEIVED. SINCE THE US PROPOSAL WAS NOT TECHNICALLY BEING CONSIDERED UNDER ITEM 5.6.2 DEALING WITH STRENGTHENING PROCEDURES IN HUMAN RIGHTS FIELD, ONLY THE AUSTRALIAN BOARD MEMBER RESPONDED TO THE US PROPOSAL, THOUGH OTHERS DID SO LATER IN PRIVATE. HE WELCOMED IT AS A STEP IN THE RIGHT DIRECTION. WE ASKED FORMALLY THAT THE US PROPOSAL BE DISCUSSED AT THE NEXT, 103RD SESSION, OF THE EXBD. THIS SHOULD POSE NO PROBLEM SINCE ITEM 3.5, WHICH DEALS SPECIFICALLY WITH UNESCO'S METHODS OF WORK AND OPERATING PROCEDURES, IS ALREADY ON THE AGENDA.

4. JOINT INSPECTION UNIT: AN IMPORTANT ITEM BEFORE THIS EXBD WAS CONSIDERATION OF THE NEW STATUTE OF THE UNITED NATIONS JOINT INSPECTION UNIT (JIU). ESTABLISHED IN 1968, JIU HAS BEEN GIVEN LIMITED EXTENSIONS TWICE SINCE THEN, THE LAST ONE EXPIRING DECEMBER 31, 1977. IN DECEMBER 1976, THE UNGA LIMITED OFFICIAL USE

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ADOPTED BY CONSENSUS A COMPREHENSIVE NEW STATUTE WHICH SETS UP JIU AS SUBSIDIARY BODY OF GENERAL ASSEMBLY AND A CONTINUING ORGAN OF UN SYSTEM. THE NEW STATUTE PROVIDES THAT JIU WILL ALSO BECOME A SUBSIDIARY ORGAN OF LEGISLATIVE BODIES OF OTHER UN AGENCIES AS THEY TAKE ACTION TO ACCEPT NEW STATUTE.

THE US HAS STRONG INTEREST IN TIMELY APPROVAL OF JIU STATUTE BY ALL UN AGENCIES, ESPECIALLY IN VIEW OF THE PROVISION IN IT WHICH AUTHORIZES JIU TO SERVE AS EXTERNAL EVALUATION MECHANISM FOR UN SYSTEM. IN UNESCO, WE HAVE CONSISTENTLY SUPPORTED CLOSE RELATIONSHIP BETWEEN UNESCO AND JIU, HAVE ENCOURAGED GREATER USE TO BE MADE OF JIU STUDIES AND HAVE SOUGHT A SYSTEMATIC FOLLOW-UP BY THE SECRETARIAT TO RECOMMENDATIONS MADE BY THE JIU.

THE UNESCO 19TH GENERAL CONFERENCE HAD
AUTHORIZED CONTINUED COOPERATION WITH JIU, AND ASKED
EXBD TO STUDY THE NEW STATUTE AND TAKE APPROPRIATE
MEASURES TO ENSURE THAT UNESCO WILL BENEFIT FROM THE
OPERATIONS OF JIU.

WHEN THE EXBD LOOKED INTO THE MATTER,
HOWEVER, IT FOUND ITSELF IN SOMEWHAT OF A DILEMMA, I.E.

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-----181646Z 063575 /47

P R 181527Z MAY 77
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ONE OF THE PROVISIONS IN THE STATUTE IS THAT THE JIU
WILL BECOME SUBSIDIARY ORGAN OF GENERAL CONFERENCE.
HOWEVER, ONLY THE GENERAL CONFERENCE HAS THE AUTHORITY
TO ESTABLISH A SUBSIDIARY BODY. THUS, THE LEGAL
INTERPRETATION BY UNESCO SECRETARIAT WAS THAT THE
BOARD COULD NEITHER ACCEPT NOR REJECT THE NEW
STATUTE. IF THE BOARD ACCEPTED IT, THEN IT WOULD GO
AGAINST UNESCO'S CONSTITUTION, BY WHICH ONLY THE
GENERAL CONFERENCE ITSELF CAN SET UP SUBSIDIARY ORGANS.
ON THE OTHER HAND, IF THE BOARD REJECTED IT, THEN IT
WOULD GO AGAINST A DECISION OF THE 19TH GENERAL
CONFERENCE CALLING FOR CONTINUED COOPERATION.

THE U.S. TOOK THE LEAD IN WORKING OUT A

SOLUTION WHEREBY 102ND EXBD SESSION COULD TAKE DECISION WHICH WOULD GIVE AN INTERIM OR DE FACTO RECOGNITION TO NEW STATUTE, WHILE PROVIDING FOR THE MATTER TO BE BROUGHT TO ATTENTION OF THE 20TH GENCONF IN 1978 FOR FINAL RATIFICATION. THE SOLUTION WORKED OUT TO GET AROUND THE LEGAL DILEMMA WAS FOR THE BOARD TO GIVE LIMITED OFFICIAL USE

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STATEMENT OF INTENT FOR UNESCO TO HAVE UNINTERRUPTED RELATIONS WITH JIU UNTIL THE GENCONF COULD ACT TO GIVE FINAL ACCEPTANCE TO THE STATUTE. THIS DECISION WAS PASSED UNANIMOUSLY. THUS, THE US WAS ABLE TO SEE ITS INTEREST PROTECTED AND A MORE POWERFUL JIU SET UP ON A CONTINUING BASIS WITHIN THE UN SYSTEM.

5. UNESCO'S INSPECTORATE-GENERAL: ANOTHER IMPORTANT ITEM TAKEN UP AT THIS EXBD WAS THE DIRECTOR GENERAL'S FIRST REPORT ON THE ACTIVITIES OF THE INSPECTORATE GENERAL. REPORTING DIRECTLY TO DG, ITS MAJOR FUNCTION IS TO ASSIST THE DIRECTOR GENERAL IN THE CONTROL AND EVALUATION OF EXECUTION OF THE PROGRAM. IT PROVIDES A MECHANISM FOR INTERNAL EVALUATION OF UNESCO'S ACTIVITIES WITHIN THE SECRETARIAT AND COMPLEMENTS THE ACTIVITIES OF THE UN JOINT INSPECTION UNIT FOR EXTERNAL EVALUATION.

THIS NEW INTERNAL UNIT SHOULD HELP TO IMPROVE THE MANAGEMENT AND THEREFORE THE EFFECTIVENESS OF UNESCO. THE DIRECTOR GENERAL AND THE INSPECTORATE GENERAL WERE PRAISED BY MEMBERS OF THE BOARD FOR CARRYING OUT THIS IMPORTANT FUNCTION. THE DECISION OF THE BOARD ON THIS ITEM CALLED ON THE DG TO CONTINUE THE ACTIVITIES OF THE INSPECTORATE GENERAL "SO AS TO ENABLE THE DIRECTOR GENERAL TO INSURE, AND STIMULATE, AT HEADQUARTERS AND IN THE FIELD, THE IMPROVEMENT OF WORKING METHODS, THE EVALUATION OF PROJECTS, PROPER MANAGEMENT AND A POLICY OF ECONOMY FOR THE ORGANIZATION."

6. UNESCO'S PROGRAMMING AND BUDGET PROCESS: SEVERAL MANAGEMENT RELATED INSTRUMENTS ARE IN PROCESS OF BEING REFINED OR DEVELOPED WHICH SHOULD CONTRIBUTE TO MAKING UNESCO A MORE EFFECTIVE ORGANIZATION. MENTION WAS MADE ABOVE OF THE EXTERNAL EVALUATION FUNCTION WHICH WILL BE STIMULATED BY THE NEWLY STRENGTHENED UN JOINT INSPECTION UNIT, AND OF THE ACTION OF EXBD TO ASSURE CONTINUED LIMITED OFFICIAL USE

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PARTICIPATION BY UNESCO IN THIS EFFORT. MENTION WAS ALSO MADE OF INTERNAL EVALUATION FUNCTION WHICH IS BEING SERVED BY THE RECENTLY CREATED INSPECTORATE-GENERAL OF UNESCO'S SECRETARIAT.

A THIRD INSTRUMENT WHICH SHOULD LEAD TO MORE RATIONAL DECISION-MAKING PROCESS WITHIN UNESCO IS AN IMPROVED PLANNING, PROGRAMMING AND BUDGETING PROCESS. UNESCO AT LAST HAS AN APPROVED SIX YEAR PLAN (1977-1982) BY OBJECTIVES WHICH WAS ADOPTED BY THE 19TH GEN CONF IN NAIROBI LAST YEAR.

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DHA-02 SP-02 L-03 TRSE-00 IOE-00 HEW-04 /092 W
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THE U.S. AND OTHER LIKE-MINDED MEMBER STATES HAVE LONG BEEN URGING GREATER CONCENTRATION OF UNESCO'S RESOURCES INTO WELL DEFINED PRIORITIES AND OBJECTIVES. THE PLAN ADOPTED IN NAIROBI IS CULMINATION OF DIFFICULT SIX-YEAR PROCESS WHICH HAS RESULTED IN DEFINITION OF A SET OF PROBLEM AREAS AND OBJECTIVES WHICH WILL GUIDE THE ALLOCATION OF UNESCO'S RESOURCES OVER NEXT SEVERAL YEARS.

THIS PLAN BASED ON OBJECTIVES SHOULD CONTRIBUTE TO INCREASING CONCENTRATION OF THE ORGANIZATION'S RESOURCES

IN HIGH PRIORITY AREAS AND TO LESSENING OF SCATTERATION OF UNESCO'S ACTIVITIES WHICH HAS TENDED TO CHARACTERIZE PAST PROGRAMS. THE PLAN BY OBJECTIVES SHOULD ALSO HELP TO CARRY OUT A BETTER EVALUATION OF PROGRAM ACTIVITIES.

THE NEXT BIENNIAL PROGRAM AND BUDGET, FOR THE PERIOD 1979-1980, WILL BE THE FIRST THAT WILL BE DRAWN UP UNDER THE TERMS OF NEW SIX-YEAR PLAN. THE 102 EXBD SESSION HAD LIMITED OFFICIAL USE

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BEFORE IT AN ITEM HAVING TO DO WITH THE GUIDANCE TO BE GIVEN TO THE DG FOR DRAWING UP NEXT BIENNIAL PROGRAM AND BUDGET.

IN THE VIEW OF US PERM DEL, THE BOARD INCLUDED TWO IMPORTANT ELEMENTS IN DECISION IT TOOK ON THIS MATTER. FIRST, THE BOARD, AT U.S. INITIATIVE, REITERATED IMPORTANCE OF THE FUNCTION OF PROGRAM EVALUATION. THREE CRITERIA WERE STRESSED AS NECESSARY FOR FUTURE PROGRAMMING, AS FOLLOWS: (1) SHOW CLEARLY LINK BETWEEN THE MEDIUM-TERM OBJECTIVES AND PROJECT ACTIVITIES; (2) SHOW EASILY FOR EACH ACTIVITY THE UNIT RESPONSIBLE FOR ITS EXECUTION, AND FOR EACH UNIT, THE ACTIVITIES FOR WHICH IT IS RESPONSIBLE, AND (3) FACILITATE ASSESSING THE ACHIEVEMENTS AND DEGREE OF IMPACT OF THE ACTIVITIES CARRIED OUT.

SECOND, THE BOARD VERY WISELY, AND IN LINE WITH THE U.S. POSITION, CHOSE A CERTAIN TRANSITION PERIOD FOR MOVING FROM THE PAST PRESENTATION OF THE BUDGET BY ORGANIZATIONAL UNITS WITHIN SECRETARIAT TO A FUTURE PRESENTATION OF BUDGET BY OBJECTIVES. THE NEXT BIENNIAL PROGRAM AND BUDGET WILL CONTINUE FEATURES OF THE OLD AND NEW APPROACH.

THIS WILL ALLOW FOR CERTAIN CONTINUITY AND ADJUSTMENT TO BE MADE BY THE SECRETARIAT FOR PREPARING THE BUDGET, AND BY MEMBER STATES FOR REVIEWING AND APPROVING BUDGET PROPOSALS. IT WILL ALSO, HOWEVER, ALLOW THE PROGRAM TO BE PRESENTED BY OBJECTIVES, SO THAT A LOGICAL FLOW CAN BE TRACED FROM PROBLEMS ADDRESSED TO OBJECTIVES, TO IMPACT SOUGHT, TO PROGRAM ACTIONS, TO BUDGET PROPOSALS. IT SHOULD ALSO FACILITATE IN THE FUTURE BETTER EVALUATION OF PROGRAM ACTIONS.

7. STATUS OF AMERICAN REPRESENTATION IN UNESCO
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SECRETARIAT: TWO POSITIVE DEVELOPMENTS OCCURRED DURING THE 102 EXBD SESSION: THE DIRECTOR GENERAL APPOINTED MR. JAMES B. CHANDLER AS DIRECTOR, INTERNATIONAL BUREAU OF EDUCATION; AND HE ANNOUNCED THE TWO-YEAR EXTENSION OF CONTRACTS FOR THREE AMERICAN DIRECTOR-LEVEL OFFICERS, HAROLD FOCKE, ERWIN SOLOMON AND SIDNEY PASSMAN.

MR. CHANDLER HAS BEEN SERVING AS DIRECTOR, OFFICE OF EDUCATION AND HUMAN RESOURCES, AID/WASHINGTON. HE BECOMES THE SECOND AMERICAN TO HOLD POSITION AT THE D-2 LEVEL (I.E., THE HIGHEST DIRECTOR-LEVEL POSITION), MR. FOCKE BEING THE OTHER PERSON. DIRECTOR GENERAL SELECTED MR. CHANDLER FROM A LIST OF FIVE FINALISTS AND INVITED HIM TO PARIS IN EARLY MAY FOR INTERVIEWS BEFORE THE DECISION WAS TAKEN TO APPOINT HIM. US PERM DEL CONSIDERS THE POST OF IBE DIRECTOR TO BE ONE OF THE KEY POSITIONS IN THE EDUCATION FIELD.

8. COMMENT: WE ARE SENDING TODAY SEPTTEL ON NGO'S-RELATED ISSUES. AS PER WARVARIV/HEATER VERBAL AGREEMENT, THIS SECTION FOR SUBJECT REPORT WILL BE HANDLED BY HEATER.
GAMMON

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: DEBATES, HUMAN RIGHTS, POLICIES, RESOLUTIONS, INTERNATIONAL ORGANIZATIONS, MEETING REPORTS
Control Number: n/a
Copy: SINGLE
Sent Date: 18-May-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977PARIS14729
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D770177-0051
Format: TEL
From: PARIS
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19770544/aaaabloh.tel
Line Count: 466
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 94cee390-c288-dd11-92da-001cc4696bcc
Office: ACTION IO
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 9
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: 77 STATE 102135, 77 PARIS 14227, 77 PARIS 13236
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 07-Feb-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2470432
Secure: OPEN
Status: NATIVE
Subject: UNESCO: REQUEST FOR CONTRIBUTIONS TO CONGRESSIONAL REPORT ON 102ND EXBD MEETING, APRIL 25 - MAY 13, 1977
TAGS: OCON, PORG, UNESCO
To: STATE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/94cee390-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009